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Strengthening of the coordination of humanitarian and disaster relief assistance of the United Nations, including special economic assistance

Proposed programme budget for the biennium 2002-2003

Safety and security of United Nations personnel

Report of the Advisory Committee on Administrative and Budgetary Questions

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General on safety and security of humanitarian personnel and protection of United Nations personnel (A/56/384 and Corr.1) and his report on the revised budget estimates arising from section II, Safety and security of United Nations personnel, of General Assembly resolution 55/238 of 23 December 2000 (A/56/469 and Corr.1). During its consideration of the reports, the Committee met with representatives of the Secretary-General who provided additional information and clarification.

2. The report on safety and security of humanitarian personnel and protection of United Nations personnel (A/56/384 and Corr.1) was submitted in response to General Assembly resolution 55/175 of 19 December 2000, in which the Assembly requested the Secretary-General to submit to it at its fifty-sixth session a comprehensive, updated report on the safety and security situation of humanitarian personnel and protection of United Nations personnel and on the implementation of the resolution, including an account of the measures taken by Governments and the United Nations to prevent and respond to all individual security incidents involving United Nations and associated personnel. The report contains information on threats against United Nations personnel and data on those who had lost their lives since the submission of the previous report of the Secretary-General on the subject (A/55/494), as well as a description of the measures taken to enhance the security of staff. Upon enquiry, the Committee was informed that during the period from 1 January 1992 to 31 October 2001, there were a total of 204 civilian deaths. Of those, 50 were international recruited staff. (See annex for a breakdown by year, organization and type of incident.) The Committee was also informed that during the period from 1 January 1994 to 1 June 2001 there were 67 cases of hostage-taking or kidnapping involving 255 United Nations personnel. Of those, 183 were international personnel (including civilian staff, military observers and police monitors) and 72 were locally recruited staff.

3. The report on the revised budget estimates arising from section II of General Assembly resolution 55/238 (A/56/469 and Corr.1) is submitted in response to that resolution, in which the Assembly requested the Secretary-General to develop, in coordination with executive heads of the United Nations specialized agencies, funds and programmes, an effective

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mechanism for cost-sharing arrangements for the United Nations security management system, and to submit proposals thereon to the Assembly at its fifty-sixth session, through the Advisory Committee. The Committee notes that the report outlines the evolution of the current security management system, presents proposals for strengthening the Office of the United Nations Security Coordinator at Headquarters and the security arrangements in the field, and includes related revised cost estimates under section 30, Special expenses, of the proposed programme budget for the biennium 2002-2003 (A/56/6 (sect. 30)), to be apportioned among the participating organizations. The report should therefore be read in conjunction with section 30 of the proposed programme budget. The Committee further notes that the Office of the United Nations Security Coordinator coordinates and manages the security system at 150 duty stations, of which 80 are considered to be at high risk. Moreover, 64 of those were identified in the report (see also para. 8 below).

4. The Advisory Committee recalls that in its resolution 55/238, the General Assembly decided, pending submission of the report presently under consideration, to establish under the regular budget, effective 1 January 2001, 16 additional Professional posts (2 P-5, 10 P-4 and 4 P-3) and 16 additional Local level posts, both at Headquarters and in the field. The Committee was informed that eight of the Professional posts would be encumbered in November 2001, but that those in the field had not yet been filled. **The Committee requests that the procedure to fill those approved posts be expedited.**

5. The Advisory Committee notes that the total revised estimates for the Office of the United Nations Security Coordinator for the biennium 2002-2003 proposed by the Secretary-General amount to $53,366,400 before recosting (see A/56/469 and Corr.1, para. 40 (d)). That amount, however, would be apportioned among the participating organizations on the basis of the principles and methodology set out in the report (see para. 12 below). The United Nations share of the costs would amount to $10,421,200 under the regular budget, representing an increase of $7,996,400 against the provision of $2,424,800 included in the proposed programme budget for the biennium 2002-2003 under section 30, Special expenses (see ibid., table 3 and para. 39).

6. The revised estimated requirements related to posts amount to $25,453,200 before recosting (ibid., table 1 and para. 25). The revised staffing table includes a total of 338 posts, which would be managed by the Office of the United Nations Security Coordinator (ibid., table 2 and para. 25). Of the total, 331 posts are under the regular budget, to be funded on a reimbursable basis (1 Assistant Secretary-General, 1 D-2, 5 P-5, 12 P-4/3 and 12 General Service at Headquarters; and 100 security officers at the P-4/3 level and 200 Local level support staff in the field), and 7 are extrabudgetary posts funded from the support account. The total proposed increase against current approved staffing of the regular budget would amount to 19 new posts (1 Assistant Secretary-General, 3 P-5, 2 P-4, 3 P-3 and 10 General Service), a reclassification to the D-2 level for the post of the Deputy Security Coordinator at Headquarters and 276 new posts in the field (92 P-4/3 and 184 Local level). The proposed increase under extrabudgetary posts would amount to four new posts (2 P-4 and 2 General Service (Other level)).

7. The Advisory Committee recalls that two new posts (1 Assistant Secretary-General and 1 related General Service (Other level)) were proposed in the context of the proposed programme budget for 2002-2003 (see A/56/6 (sect. 30), table A.30.6 and para. A.30.2). The Committee, in paragraph X.19 of its first report on the proposed programme budget for the biennium 2002-2003,[1] indicated that it would defer consideration of the estimates for interorganizational security measures until the related report, presently under consideration, became available. In addition, the establishment of four new posts under the support account (2 P-4 and 2 General Service (Other level)), mentioned in paragraph 6 above, was proposed for the Office of the United Nations Security Coordinator in the context of the programme budget implications of draft resolution A/C.4/55/L.23, entitled "Comprehensive review of the whole question of United Nations peacekeeping operations in all their aspects" (see A/C.5/55/46/Add.1, paras. 30.2 (a) and (b)). The Committee, in its report on implementation of the reports of the Panel on United Nations Peace Operations, indicated that it would revert to this issue in the context of the related report on inter-organizational security measures (see A/56/478, para. 96).

8. **After careful consideration, the Advisory Committee recommends acceptance of the Secretary-General's staffing proposals as contained**

in his report (A/56/469 and Corr.1), including the establishment of the post at the Assistant Secretary-General level, in view of the need for a high-level official to provide essential leadership in security coordination and management, as well as the reclassification to the D-2 level of the post of the Deputy Security Coordinator. However, in view of the 64 stations identified in the Secretary-General's proposals out of the 80 high-risk duty stations (see para. 3 above), the Committee urges a review, in future, to ensure complete coverage for all high-risk duty stations.

9. In addition, a P-4 post was requested under section 5, Peacekeeping operations, for a Security Focal Point in the Peacekeeping Best Practices Unit of the Department of Peacekeeping Operations to act as liaison with the Office of the United Nations Security Coordinator on all aspects of security for peacekeeping (see A/C.5/55/46/Add.1, para. 5.11). The Advisory Committee, in its related report (A/56/478, para. 31), indicated that the post and its financing should be considered in the context of the examination of the report presently under consideration. **The Committee is of the opinion that further efforts should be made to clarify the relationship and interaction between the Office of the United Nations Security Coordinator and the Department of Peacekeeping Operations. In view of the additional support account posts mentioned in paragraph 7 above, the Committee does not see the need to establish the Security Focal Point post in the Peacekeeping Best Practices Unit.** Moreover, the Committee was informed that the Office for the Coordination of Humanitarian Affairs had seconded an individual to the Office of the United Nations Security Coordinator and that that arrangement had been very beneficial to the work of both offices. The Committee is of the opinion that the Department of Peacekeeping Operations should give some thought to that approach instead.

10. The proposed organizational structure of the Office of the United Nations Security Coordinator and the disposition of the field security offices are contained in annexes to the report (A/56/469 and Corr.1, annexes I and II). In relation to the latter, the Advisory Committee notes that some field offices would be further strengthened by field security advisers funded directly from the funds and programmes in areas where they maintain a strong presence or have requirements specific to their functions. The Committee notes that there are an estimated 63 such posts, which would be recruited and managed by the agencies, funds and programmes, but whose link to the Security Coordinator would be through the designated resident coordinator in the field (see ibid., annex III). **The Committee trusts and expects that this arrangement would not in any way compromise the role of the Security Coordinator in performing security functions on behalf of the United Nations and the specialized agencies, funds and programmes, especially insofar as central professional management would help to ensure consistency in the application of standards.**

11. With respect to the issue of accountability (see ibid., paras. 21-23), the Advisory Committee notes that the matter has been discussed at the inter-agency level on a preliminary basis and that agreement has been reached on the broad outlines summarized in the report. Furthermore, a joint working group is to meet in future to develop the accountability standards in greater detail. **In view of the importance of a well-defined hierarchical security structure in the field, the Committee stresses that a prolonged discussion on defining clear lines of responsibility and accountability in ensuring the safety and security of staff would be unacceptable; this issue must be addressed expeditiously. The Committee therefore requests the Secretary-General to report on progress achieved in this regard at the fifty-seventh session of the General Assembly.**

12. Regarding the cost-sharing arrangements for the new security management system (see ibid., paras. 32-34), the Advisory Committee notes that the principles and modalities were adopted within the framework of the High-level Committee on Management at its second session, on 10 and 11 September 2001, following extensive consultations among the organizations of the United Nations system. The cost-sharing formula is based on data provided from a first census carried out on 18 July 2001 in duty stations located in countries that are not members of the Organisation for Economic Cooperation and Development. The Committee notes that the next census will take place in July 2003 in order to collect data in respect of the cost-sharing formula for the biennium 2004-2005.

13. The apportionment among the participating organizations of the 2002-2003 revised estimates for the Office of the United Nations Security Coordinator is shown in annex IV to the report. The Advisory

Committee notes that the United Nations share of $11,987,100 relates to the safety and security of the field staff of the Secretariat (6,604 staff on mission), staff of the International Tribunal for the Former Yugoslavia (98) and the International Criminal Tribunal for Rwanda (887), hence the total number of 7,589 staff. Since the International Tribunals are financed under their own assessed budgets, the total amount of $11,987,100 is therefore split among the United Nations ($10,991,500), the International Tribunal for the Former Yugoslavia ($193,200) and the International Criminal Tribunal for Rwanda ($802,400).

14. **The Advisory Committee is of the opinion that, if other entities participate, care must be taken to ensure that they fully share in all identifiable direct and indirect costs.**

15. **Moreover, in view of the importance of the issue of coordination and management of staff security and its centrality within the common system, the Advisory Committee requests that the present report be circulated among all the agencies, funds and programmes of the United Nations. The Committee stresses the importance of adhering to the shared financial responsibility in the coordinated management of the safety and security of United Nations personnel. The Committee further requests the Secretary-General to ensure that the funds of the participating organizations are transferred for this purpose as at 1 January of each year, and that the share of the United Nations, as approved by the General Assembly, is not exceeded without prior approval of the Assembly, through the Advisory Committee.**

16. **The Advisory Committee also requests the Secretary-General to report on the experience related to the implementation of the agreement, including cash flow, and information on the staff security costs from the participating agencies, funds and programmes, thus allowing for a better assessment of the security-related funds involved and the benefits of the proposed agreement. That information should be included in the next report containing the proposals related to the percentage share of each participating organization, which will be based on data resulting from the next census, mentioned in paragraph 12 above. In this connection, the Committee urges participating agencies to be fully transparent, particularly in the context of their budget estimates, about their own residual expenditures related to the security of personnel in the field.**

Notes

[1] *Official Records of the General Assembly, Fifty-sixth Session, Supplement No. 7* (A/56/7).

Deaths of United Nations personnel on mission from 1 January 1992 to 31 October 2001

A. Breakdown of civilian deaths by year

Year	*Number of deaths*
1992	11
1993	23
1994	64
1995	12
1996	11
1997	17
1998	29
1999	16
2000	15
2001	6
Total	**204**

B. Breakdown of civilian deaths by organization

Peacekeeping operations: 36

Humanitarian organizations

Organization	*Number of deaths*
UNHCR	31
UNICEF	28
WFP	27
WHO	6
Total	**92**

Other United Nations organizations

Organization	*Number of deaths*
FAO	3
ICAO	1
International Criminal Tribunal for Rwanda	1
IMF	1
ITC	1
OHCHR	5
United Nations	8
UNCHS	3
UNDP	27
UNEP	2
UNESCO	3
UNOPS	3
UNRWA	10
UNU	2
WIPO	2
World Bank	2
UNV	1
UNAIDS	1
Total	**76**

C. Breakdown of civilian deaths by type of incident

Type of incident	*Number of deaths*
Aircraft accidents	23
Gunshot wounds	111
Ethnic violence in Rwanda and Burundi	52
Malicious acts (e.g. bombings, landmines, etc.)	16
Airline hijacking	2
Total	**204**